

RECIPIENT: State Commission on Local Government

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CONGRESSIONAL DISTRICT: Montana District 1

POPULATION: N/A

FEDERAL GRANT AMOUNT: \$97,050

LOCAL MATCH: \$50,000

TOTAL COST: \$147,050

COMPLETION REPORT NARRATIVE FOR  
STATE COMMISSION ON LOCAL GOVERNMENT

PART I

## PART I

### 1. ADMINISTRATION

#### OBJECTIVE

To provide for supervisory management of local government study.

#### WORK COMPLETED

Supervisory management has been provided in each area of the local government study -- Clerical and Office Support Service, Structure Study Project, Finance Study Project, Service Study Project and Public Information and Consulting Project (101.1). This has included establishing work assignments, reviewing and commenting on completed tasks and evaluating work performed.

The main source of documentation of costs on the annual work program is the State Budget and Accounting System monthly computer print-out for the State Commission on Local Government. These reports are backed up by files of actual bills and receipts kept in the Office of Budget and Program Planning of the Governor's Office (101.1). Monthly financial and narrative reports have been submitted to the Department of Community Affairs, Division of Planning (101.1, 101.2, 101.4). An example is enclosed as EXHIBIT UU.

The annual work program was evaluated and updated with a few minor changes in the Work Products to reflect the revised timetable of the Commission's work (101.3) EXHIBIT TT.

Several funding sources have been investigated and grant applications submitted (101.3). We received second-year funding from the Mountain States Regional Medical Program to continue

the public health services study. The public health services study is funded until October 31, 1976 and funds will be sought to finance the remaining eight months of the project.

We received a new Title II CETA contract for funds from the U.S. Department of Labor Manpower Administration to fund two researchers, two statistical clerks and three clerk typists. Funds for four service study research volunteers were received from the Montana Program for Local Service, an ACTION program.

A grant from the National Endowment of the Arts has enabled us to hire a research specialist in the area of local government cultural and recreational services. This grant provides funding until January 1, 1977, at which time we will possibly be refunded for the remaining six months.

Through the Traffic Safety Division of the Department of Community Affairs we have received a grant from the Department of Transportation to finance a research specialist to study local government transportation services. This grant extends through the life of the State Commission on Local Government.

The Commission has also supported grant applications of the Bureau of Government Research at the University of Montana to augment the work being done by the Commission. We have also entered into cooperative ventures with the Bureau of Government Research and the Cooperative Extension Service to provide public information materials to the local study commissions of Montana (101.5).

Other necessary services performed in the administration of the local government study include arrangements for meetings,

public hearings, travel, printing and distribution of reports and other routine office procedures (101.4). Attached as EXHIBIT GG is an example of the minutes from the monthly commission meetings (101.5). EXHIBIT FF is an example of an administrative memo sent to local study commissions. The other reports, bulletins and newsletters are explained and presented as exhibits in the reports on the specific study areas.

## PART I

### 2. STRUCTURE STUDY

#### OBJECTIVE

Conduct a thorough study with succeeding recommendations to the legislature on the legal structure of city, town, county and consolidated governments.

#### WORK COMPLETED

During fiscal year 1976 the Montana State Commission on Local Government successfully completed the remaining required Action Elements and Work Products for that fiscal year. As will be recalled by referring to the report for fiscal year 1975, the State Commission staff completed and submitted a report on special districts and area-wide government (102.12) (See EXHIBIT J, Completion Report, Fiscal year 1975). Information on other states' experiences and statutes concerning the authorization of special districts and other single or multiple purpose political subdivisions (102.9) was compiled by mailing requests to local government agencies and legislative councils in all the fifty states. This information was categorized by state and function and served as an invaluable benchmark to compare similar political subdivisions in Montana.

A comparative analysis (102.9) of other states' experiences with such other political subdivisions versus Montana's experiences indicated that while most other states authorized their creation, few have authorized the degree of fiscal and administrative autonomy that was repeatedly granted by Montana.

With this volume and wide-range of information which was received and analyzed during fiscal year 1975 the State Commission and the staff were able to increase their understanding of the rationale behind the creation of special districts and other limited purpose political subdivisions. Of course, with this understanding came further understanding of the problems presented by their creation and continued proliferation.

The State Commission staff spent a full day reporting to the State Commission in December of 1975 (102.14) on the complex patterns and lack of administrative control that have resulted in Montana with the proliferation and resulting overlap of autonomous special districts. That verbal report and the earlier written report on special districts served as the beginning point for a discussion that ensued during January, February, March, and April over how the State Commission's proposed revised code of local government law would address the identified problems. (102.14)

Chapter 3, Part 4 of the State Commission's initial draft of the revised code of local government (EXHIBIT B) provides for the creation and administration of special districts (called "subordinate service districts" and "local improvement districts") for any service that a local government is authorized to provide (102.13). The initial draft statutes reduce the number of special districts that are autonomous from the city or county within whose jurisdiction they exist and place all others within the administrative structure and under the administrative supervision of the city or county. A subordinate service district may, according to the draft statutes, be created to provide a service jurisdictionwide (city or county) or to only a portion of the jurisdiction, to provide

a different type or different level of service than those services available throughout the jurisdiction, and to maximize a condition where only those residents requesting a particular service receive and are taxed for that service. Taxes are levied or special assessments made against only that property contained within the district, thereby reducing the practice of a local government using tax revenues generated from its entire jurisdiction to finance a service (both the capital investment and administration) that benefits only a portion of the jurisdiction.

In fiscal year 1976 the State Commission staff undertook a careful indepth study of Annexation laws and procedures and their related problems. Montana statutes on Annexation and boundary adjustments were compared with legislation, both proposed and adopted, from other states and private sources (102.11). This material was compiled by writing to state legislative councils and other public and private organizations. Most legislation reviewed was found to be of the traditional variety, or one of two general types. One which allowed the people of the area to be annexed to refuse annexation on their own vote even though they would obviously be doing so in opposition to the needs of the entire community; and, one which allows the city to annex the area over the arguments of the people to be annexed and with little planning on the part of the city, which again results in an inequitable situation.

Annexation law in Montana, like so many other states, is not much different. It has been based on the traditional piecemeal approach rather than an approach which would include indepth planning and an analysis of both the needs of the people in the area to be annexed and the annexing city.



A staff report was prepared, based on these studies, which compared the traditional methods of annexation to a more modern concept of annexation or the use of a boundary review commission (102.12) EXHIBIT U. The thrust of the report was the need for adequate and impartial planning in annexation proposals, for both the area to be annexed and the annexing city. This could more easily be accomplished if the plan was to be submitted to an impartial board rather than either by vote of the annexing city or the people in the area to be annexed. Accompanying the report are drafts of legislation which would implement the concept of a boundary review commission, in one of several ways. Options were available to either create a state boundary review commission, or finally to create an entirely local boundary review commission (102.13) EXHIBIT U.

Annexation laws drafted and included in the State Commission staff draft of the proposed revised code of local government as Chapter 2, Part 2 were of the more traditional class (102.13) EXHIBIT B. Due to the political climate of Montana and its local governments, the Commission felt it would be best to first try and solve the present problems by a revision of present traditional law. At present, annexation in Montana has literally been halted through the inclusion of several restrictions, perhaps the most important of which is the inclusion in one annexation method of a provision preventing the annexation of a fire district, which has been in existence for ten years or longer, if the people in that fire district forbid annexation. Courts in Montana have interpreted this provision as applying to all annexation methods,

and thus annexation has ground to a halt, especially in those heavy suburban areas in which it was most needed. The initial draft removed this obstacle and other impediments of like caliber and clearly stated that all four annexation methods included in the draft were to be separate and distinct. Again, a proposal by which small autonomous districts would be prevented from controlling the actual growth of a city. The four drafted options (102.13) presented and reported to the commission (102.14) would enable an area to be annexed after a final plat has been submitted to the city for annexation; when territory has been wholly surrounded by a city; when study findings and a city resolution find it to be beneficial to all involved for an area to be annexed and a majority of the resident freeholders in the area to be annexed have not objected; and finally, when a plan to provide services and needed capital improvements has been adopted which complies with the strict planning requirements of law (102.14) EXHIBIT B.

After its initial presentation to the Commission, the members felt that further study was needed to provide the legislature with the best annexation proposals possible for Montana, and the staff was encouraged to look further into a proposal which would involve a boundary review commission.

In fiscal year 1976 the State Commission on Local Government staff compiled and analyzed present statutes and experiences in both Montana and other states on the authorization of areawide approaches to local government services (102.10). The statutes and information received were compiled in the same manner as previously mentioned for single and multi-purpose districts, that

is, by writing to legislative councils and local government agencies in all the other states. This information was again categorized by state and functions. After categorization the staff was able to study both the need for areawide service delivery in Montana and an overwhelming amount of available options gleaned from both statutes and proven experience in other states. The information provided to be invaluable as it offered practical solutions to problems that have occurred or have been foreseen in both the urban and rural areas of Montana. The results of the study and comparisons clearly showed that although areawide service delivery has been available in Montana on a limited basis, as for example combined city-county law enforcement, it has never been authorized to the extent it was needed or could be easily used. The study also indicated that since the basic mechanism had been drafted to allow the creation of single or multi-purpose districts, the same mechanism could work for larger areas without the creation of an entirely new and possibly duplicative procedure. However, a single authorization to go beyond jurisdictional boundaries was needed to replace the present authorizations which vary depending on the service to be provided.

The 1972 Montana Constitution contains a provision which ultimately solved the entire problem. It allows a local government to cooperate with any local government, school district, the state, or the United States in the provision of a service or the performance of a governmental function. Also, at present, state law contains an authorization for inter-local contracts in the provision of a service. In Chapter 3, Part 3 of the proposed

code which was initially presented to the Commission in January of 1976, these two provisions were combined to create both a single authorization and a single procedure through which local governments could cooperate in the provision of extra-jurisdictional or areawide delivery of services (102.13, 102.14) EXHIBITS A & B. This is drafted as the single and only inter-local co-operation procedure and is intended to replace the numerous, scattered, and sometimes conflicting procedures of present law. Thus, the means would be created to provide a service on almost any jurisdictional basis, whether it be an isolated section of a single county or several counties acting together on a cooperative basis. It is a single contract procedure by which local governments take the initiative and decide on the method of service delivery which is best for the chosen area and it is a provision intended to reduce the needless duplication of service delivery whenever possible.

A second study and report on areawide service delivery was completed in January 1976 as part of the voter review process (102.12) EXHIBIT H. This report, entitled "Service Agreements in Voter Review," concentrated on the methods or options of service agreements which could be proposed by study commissions and voted on by the people. As one of the options available to study commissioners who were engaged in an indepth study of both the structure and powers of their local governments, service agreements would allow the creation of an efficient rather than simply reorgainzed local government. If there existed needless duplication of services or if economies of scale were available, a service agreement could be the tool to solve or attain that goal.

The study, sent to study commissions, discussed both the possible advantages and disadvantages of a service agreement. It sets out clearly the three methods of service agreements which are available under law passed by the Legislature in 1975 and proposed by the Commission in that year. The three methods are service transfer, service consolidation, and service delegation. All would allow the delivery of services on an areawide basis. Specific services discussed in the report which may benefit from areawide delivery, especially in Montana were law enforcement, roads and streets, legal services, and city-county buildings.

The difference between the reported two methods of adopting an areawide service delivery mechanism depends on the means of adoption. Service agreements obtained through the voter review process must be adopted by a vote of the people, while area-wide service delivery methods adopted through the proposed revised code would be adopted by ordinance. Both methods provide a vehicle to reduce duplication of services, achieve possible economies of scale, to perhaps promote the evolution of a more sensible future service delivery pattern, and finally both would allow local governments to cooperate in the search for the optimum level of service delivery.

## PART I

### 3. FINANCE STUDY

#### OBJECTIVE

Conduct a study of the legal basis of local government finance in Montana, compile data on local government finance and develop recommendations for reform of local government finance.

#### WORK COMPLETED

In Montana, property taxes supply 95 percent of the total tax revenues and approximately 55.4 percent of the total revenues for local governments. These figures are well above the United States average of 36.9 percent. There are several questions concerning the heavy dependence on the property tax by local governments that need to be addressed.

First of all, the question of equity. The property tax has apparent regressive effects, especially between low and high income receivers. This situation is frequently compounded by under or uneven assessment. As a result, the tax is, at best, an imperfect measure of benefits received or taxable capacity.

Secondly, there are indications that the viability of the property tax to sustain local governments in the future is limited. A major contribution to this situation is the continued erosion of the property tax base. Under Montana property classification system, the only stable class of property remaining is the owner-occupied home.

In seeking a supplement to the property tax, two sources were

considered: those that are available at the state level and those that are available locally. In determining the best method for Montana, alternative models for financing local governments were developed (103.7) EXHIBIT AA. The alternatives included new tax sources, expansion of state-aid to local governments and state assumption of financing certain local services.

Local government finance and finance administration in Montana has been left in a position that is between the restrictive laws based on the 1889 Constitution and the realities of sound fiscal management. As a result of this predicament, local governments lack the options and flexibility to address local needs with local decisions. The plight of local governments can no longer be addressed by the State Legislature meeting for ninety days every other year. These conclusions are based on a study of local government finance and finance administration in Montana (103.8) EXHIBIT Z.

The most significant task completed in the Finance Study has been the preparation of proposed legislation on local government finance (103.9) EXHIBITS A and B, Chapter 9. One of the best examples of the problems of local governments in regard to current statutes is in the area of local government finance. The current laws regulating local government finance can be found in most of the 95 titles of the Revised Codes of Montana, 1947. The finance proposals attempt to provide local government officials with a concise, uncomplicated, and flexible guide to finance and finance administration.

The financial chapters authorize a transition to a system of

program budgeting by local governments and a new October to September fiscal year to replace the current July to June fiscal year. The new fiscal year and budget cycle will permit local governments to adopt a budget prior to the beginning of the next fiscal year.

The proposed code clarifies the authority of local governments to raise revenue through license, permits, service charges, special assessments, and other nontax sources.

The proposed code eliminates the multitude of single purpose mill levy limits and replaces them with a 55 all purpose mill levy limit for counties and a 65 all purpose mill levy limit for municipalities. Also authorized are five new local option taxes. These options include an income tax, levied only after an affirmative vote of the people, motel or hotel tax, fuels tax, franchise tax, and a tax on the purchase of certain utility services.

The code consolidates all the laws regulating local government debt into three basic categories--general obligation, revenue and local improvement district bonds--and provides common procedures for the issuance of each type of bond. The existing statutory debt limits are continued.

The code consolidates and systematically arranges the statutes regulating local government finance administration. Budgeting, accounting, and reporting requirements are simplified and standardized as are the procedures for receipt, deposit, investment, and expenditure of monies and procedures for purchasing and contracting.

The proposed recommendations provide a full range of sound fiscal options to complement the flexibility, authority and responsibility provided in the recommendations of the proposed local



government code.

#### SUMMARY OF WORK COMPLETED

The majority of the work completed is embodied in the three major publications of the finance study (103.7, 103.8, and 103.9) EXHIBITS Y, Z and AA. A great deal of information was compiled in order to make the necessary recommendations on local government finance. This information included: a thorough search of the present statutes to identify the legal basis for the administration of local finances in Montana (103.8) EXHIBIT Z; compilation of property taxes levied in Montana municipalities and counties (103.8); preparation of a local government profile (103.8) EXHIBIT Y; compilation of information concerning and monitoring federal programs aiding Montana local governments (103.8); compilation of information concerning and monitoring state-shared revenues for local governments in Montana (103.7 and 103.8); and continued to compile data on local government revenues and expenditures (103.8).

The progress achieved by the Finance Study is almost immeasurable by the very fact that a majority of the information compiled and analyzed has never been done before. If nothing else, the Finance Study has developed a picture of local government finance and on the basis of that picture, proposed recommendations that will give local government in Montana the financial tools necessary to solve local problems, locally.

## PART I

### 4. SERVICE STUDY

#### OBJECTIVE

Design a system for studying the delivery of services by units of local government in fiscal year 1975. Select one or two service areas for a demonstration study of local government services and draft legislation related selected service areas in fiscal year 1976. Complete studies of other service areas and draft legislation in fiscal year 1977.

#### WORK COMPLETED

In the fall of 1975 the staff of the State Commission began conducting studies of local government services in Montana. Some of the major areas of study begun or completed in 1975 and 1976 were on such diverse topics as police, fire and other emergency services, social services, administration and funding, transportation, trial court administration and funding, planning and zoning, housing law, urban renewal, agricultural services, cultural and recreational services and public health (104.5)

The major proposals in 1976 by the staff of the State Commission which were reviewed by the State Commission were studies on fire laws; court finance and administration; and welfare administration and financing (104.5, 104.6). Reports on each were presented to the State Commission in spring and early summer of 1976 (104.7, 104.8) EXHIBITS V, W, X.

## FIRE LAW

Proposed legislation on fire laws was exhaustively studied by the State Commission at a day and a half meeting in early summer of 1976 (104.6, 104.7, 104.8). At this meeting the present fire laws were compared with both the proposed laws and the needs of Montana communities. Representatives from volunteer fire-fighter organizations; professional fire-fighter organizations; the State Fire Marshall's office; and a state fire-fighting training institute were present and all contributed comments on the staff proposal.

In the proposal EXHIBIT V a great deal of archaic language and provisions have been deleted, but perhaps the largest new change in the proposal deals with the makeup and structure of fire departments themselves. Present law creates fire departments along incorporated and unincorporated lines. These laws were originally enacted in 1889 and it was assumed that as a community grew it would incorporate and as it grew larger, annex. From these assumptions would have come the logical progression of unincorporated volunteer fire-fighters to fully paid municipal professional fire-fighters. Unfortunately, this did not happen everywhere in Montana, and at present there exists both unincorporated areas and incorporated areas in which the fire-fighters are both paid and volunteer. In both situations the personnel are similar, but their qualifications, tenure, power, and pay are vastly different. Needless to say, the quality of fire protection also differs. The new staff proposal simply divides fire-fighters along a volunteer/paid basis in which both groups must possess the same initial qualifications and training. The draft sets up the method by which minimum standards

for entry into the fire service are created and by which training may be continued. In this way the public pays for what it needs, whether it be a volunteer force, a full-time professional force, or a combination of both; and yet it gets the fire protection it expects and should have.

Many other changes have been proposed for the fire laws, most of which dealt with the return of power to local governments rather than its specific inclusion in state law. Such changes were, for example, the setting of fire-fighters salaries at the local level rather than having them set by state law; the creation of fire districts as subordinate to the local government rather than having them semi-autonomous special districts as in present law; and finally the creation of a fire service itself which will be done at the local level in accordance with their own local needs, rather than having a mandatory specific professional or volunteer service as required by present law for unincorporated and incorporated areas.

#### STATE ASSUMPTION OF COSTS FOR TRIAL COURT OPERATIONS

Another important study completed by the State Commission staff was on the financing of trial court operations (104.5). At present District Courts, which are the main trial courts of Montana, are financed mostly by local property taxes received from counties comprising the Judicial District. The state finances part of their operation, but the majority is by far the counties' responsibility. In most cases local services are requested and received by local residents at the approximate level they desire and the people pay for that level of service. This service level may vary from county

to county depending on the needs of the people. Because the state law requires uniformity across the state in the delivery of judicial services, there are no varying levels of judicial functions. When, as so often happens in today's society a particularly violent crime occurs in a sparsely settled area of the state and a long protracted trial results, the people in that county end up paying an inordinately great amount of the trial cost. The staff study on actual trial costs showed one example where the cost was \$12 per capita for one trial which would only have cost \$1 per capita if it had occurred less than fifty miles in another direction! In a report submitted to the State Commission (104.6, 104.8) the staff has proposed a new mechanism of funding, that of the state assuming the greater bulk of District Court operations EXHIBIT W.

The rationale behind the proposal was simply the fact that these courts are essentially state trial courts. They bring all their actions in the name of the state and purport to bestow a service for all Montanans. For trials brought in the name of the state, the disparity in per capita costs, as in the example, are difficult to justify. Is it equitable to place a much higher burden on one taxpayer simply because he lives in a sparsely populated area when the service he is receiving is essentially the same service as all other Montanans receive? The staff proposal has been initially approved by the District judges, the Supreme Court of Montana, and the State Bar of Montana.

Legislation has been prepared to implement the concept and will be submitted to the State Commission.

#### STATE ASSUMPTION OF WELFARE COSTS

In a study completed and submitted to the State Commission, the State Commission staff proposed the assumption of all administrative and financial responsibility for economic assistance and social service programs currently provided at the county department of public welfare level by the state, as represented by the Department of Social and Rehabilitation Services (104.5, 104.6, 104.8)

EXHIBIT X.

Montana's county and state governments are presently intertwined in a complex pattern of program regulations and financial matching requirements in the provision of economic assistance and social service programs at the county department of public welfare level. Both the county commissioners, acting as the Board of Public Welfare, and the Department of Social and Rehabilitation Services are involved in the employment of county welfare department personnel and share in paying employees' salaries. This situation often results in ambiguous lines of authority and responsibility for the county welfare department employee.

County welfare departments are legally required to administer these economic assistance and social service programs in accord with state and federal rules and regulations. It may be argued that this situation leaves counties real authority in only the review of eligibility determinations for assistance. Montana's welfare recipients tend to converge in the urban counties where assistance services are usually better in both quality and quantity, and job opportunities more numerous. This convergence tendency has created an unequal distribution among counties of the funding responsibility

for economic assistance and social service programs. Property owners in counties with urban centers offering more services are taxed at a higher rate than their counterparts in more rural counties, in order to pay for the increased number of welfare recipients residing in their county.

The county portion of all welfare programs is financed by the County Poor Fund mill levies, which requires the local governments to rely on a very inelastic and unequitable source of revenue -- the property tax. The per capita cost for funding the County Poor Fund, which includes the costs of county health care facilities, runs from a high of \$218.18 in Liberty County to a low of \$2.81 in Petroleum County. Under the current system, a needy individual may be at a distinct disadvantage by virtue of his residence in a particular county, if he resides in a county where those reviewing eligibility determinations are more concerned with keeping costs down than in providing the necessary assistance.

An alternative to assure more uniform and equitable provision and financing of economic assistance and social service programs, as proposed by the staff, is for the state, as represented by the Department of Social and Rehabilitation Services, to assume all administrative and financial responsibility. State assumption of financial and administrative responsibilities of welfare is not a new concept; the staff study showed that thirty-six states have state administration and financing, twelve states have county administration and county-state financing. Only three states - Montana, North Dakota and New Jersey - still have a combination county-state system of both administration and financing. In many states the decision to

authorize state assumption has resulted from both: (a) the excessive workload placed on local level welfare employees by an increased caseload coupled with the myriad of state and federal rules and regulations; and (b) the increasingly inadequate tax base at the local level to cover the costs of welfare programs.

The study showed that state assumption would affect Montana in the following ways:

(1) The shift of administrative and financial responsibility completely from the local to the state level will in itself probably be the most important issue concerning state assumption. County involvement in welfare activities has been a strong tradition in Montana, and this shift, moving responsibility from the county to the state level, may be viewed as removing the welfare function to a higher, more remote level of government.

(2) Rural counties may experience an increased welfare caseload because there will no longer be any cost savings in recipients transferring to urban counties, when the assistance can be provided at the rural county level.

(3) A county would no longer be penalized for providing more and/or better services, because its local property owners will not have to bear an increased tax burden to pay for those who utilize the service from other areas.

(4) All county department of public welfare employees would become full state employees, responsible to the Department of Social and Rehabilitation Services, with their salaries and benefits paid completely by that department. Some county department of public welfare personnel may not wish to become full state employees,



because the county commissioners now occasionally act as allies or buffers in disagreements with the Department of Social and Rehabilitation Services.

(5) The Board of Public Welfare, comprised of county commissioners, now has limited power to hire and fire county welfare department personnel, and to review eligibility determinations. The assumption proposal could include the creation of similar local boards which would serve in a watchdog capacity reviewing the eligibility determinations made by the local departments of welfare, coordinate all human services provided within the county, develop a human service plan for the county, and so forth.

(6) State assumption includes taking administrative and financial responsibility for some programs that are now totally financed by the county. These programs are included in the proposal because county department of public welfare personnel are utilized to determine eligibility for these programs. If the programs were not included, the counties would have to either contract with the Department of Social and Rehabilitation Services to do this function, or hire their own employees which in essence would set up another department of public welfare. Contracting for this function would result in reestablishing the present system of county and state funding although in a smaller degree.

(7) State financing of economic assistance and social service programs will come from the income tax by legislative appropriation. Utilizing the income tax provides an equalized per capita cost so that no one county or the property owner is overburdened. State assumption of the county share of these welfare assistance programs

will cost \$8 to \$10 million per fiscal year, and will eliminate the need for a county mill levy to support the County Poor Fund.

Although received well in some areas of the state, the State Commission members felt that due to the explosiveness of the issue the proposal should be studied and refined further. At present a task force composed of State Welfare administrators, Directors of County Welfare Departments, State Fiscal Analysts, and Low-Income Representatives are studying the issue with the State Commission staff and proposals of legislation to implement the concept will be submitted to the Commission in August or September of 1976.

## PART I

### 6. PUBLIC INFORMATION AND CONSULTING

#### OBJECTIVE

Develop and distribute information on local government modernization to general public and provide technical consulting service to local government study commissions.

#### WORK COMPLETED

The major work products included the preparation of literature for public distribution, extensive participation in workshop activity, and continuous consulting with individual study commissions (106.9, 106.10, 106.11).

A continuing major component of the public information plan was the preparation and distribution of the publication Local Government Review Bulletins, intended for local government officials, study commissions, and persons interested in local government review. During Fiscal Year 1976 ten Bulletins were printed and distributed as follows:

1. Local Government Review Bulletin, A Comparative Analysis of the Montana Alternative Form of Local Government, Vol. 2, No. 7, September 5, 1975. EXHIBIT C.
2. Local Government Review Bulletin, Charts, Outlines and Data for Explaining the Voter Review Process, Vol. 2, No. 8, October 1975. EXHIBIT D.
3. Local Government Review Bulletin, Selected Articles on City, Town and County Study Commissions, Vol. 2, No. 9, October 1975. EXHIBIT E.
4. Local Government Review Bulletin, A Collection of Readings on Alternative Forms of Local Government, Vol. 2, No. 10, November 1975. EXHIBIT F.

5. Local Government Review Bulletin, Annual Report to the Legislature, Vol. 2, No. 11, November 1975. EXHIBIT G.

6. Local Government Review Bulletin, Service Agreements in Voter Review, Vol. 3, No. 1, January 1976. EXHIBIT H.

7. Local Government Review Bulletin, A Study Commissioner's Manual: How to Write a Final Report, Vol. 3, No. 2, January 1976. (With the Bureau of Government Research, University of Montana). EXHIBIT I.

8. Local Government Review Bulletin, Model Local Government Charters, Vol. 3, No. 3, February 1976. EXHIBIT J.

9. Local Government Review Bulletin, "What This Community Needs...", An Anthology of Advocate's Views, Vol. 3, No. 4, February 1976. (With the Bureau of Government Research, University of Montana). EXHIBIT K.

10. Local Government Review Bulletin, A Study Commissioner's Guide to Reapportionment, Vol. 3, No. 5, April 1976. EXHIBIT L.

In addition, the Commission assisted in the duplication and distribution of the following Bureau of Government Research, University of Montana, publications:

1. Local Government Review: The Chance of a Lifetime (Pamphlet). EXHIBIT HH.

2. Montana Local Governments in Review (reprint of a televised discussion). EXHIBIT II.

3. Small Town Government in Montana. EXHIBIT JJ.

4. Rural County Government in Montana. EXHIBIT KK.

5. City-County Consolidation in Montana. EXHIBIT LL.

6. Changing Government in Great Falls: Transition Amid Dissent. EXHIBIT MM.

7. Lake County Montana: Growth of a Small Government. EXHIBIT NN.

8. Forms of Local Government in Montana: A Citizen's Guide. EXHIBIT OO.

9. Charter Writing in Montana: A Citizen's Guide. EXHIBIT PP.

10. Self-Government Powers in Montana: A Citizen's Guide. EXHIBIT QQ.

11. Handbook of Montana Forms of Local Government. EXHIBIT RR.

12. A Study Commissioner's Manual; Electronics Media and Voter Information. EXHIBIT SS.

Several articles were prepared for publication in national publications or given at conferences (106.10, 106.11):

Public Management, December 1975, "The Great Montana Experiment."

ACIR Information Bulletin, November 1975, "Local Government Reform."

National Civic Review, September 1975, "Montana Local Government Review: How It's Shaping Up."

New County Times, November 24, 1975, "Voters to Choose New Local Systems."

Small Town, April 1976, "In Montana, Small Communities Restructure Local Government."

"Home Rule in Montana", presented to the National Conference on Partnership within the States: Local Self-Government in the Federal System, November 1975, Chicago, Illinois. EXHIBIT BB.

"Montana Voter Review: The Case for City-County Consolidation", presented to the Western Social Science Association, April 29, 1976, Tempe, Arizona. EXHIBIT CC.

"Montana Tries Experiment in Self-Government", June 1976, Nationally syndicated column (17 newspapers) by Neal R. Peirce.

The Commission is actively involved in the organization of two major conferences on Local Government reorganization in the Western states (106.11):

1. The 1977 meeting of the Western Political Science Association in Phoenix, Arizona; and

2. The 1977 National Conference on Government, with the National Municipal League in Denver, Colorado.

News releases were sent out on a regular basis and reached newspapers, radio and TV audiences. Topics during the year included releases on all commission meetings; a series of releases on public hearings and meetings on the proposed local government code; and a series on the April and June 1976 Voter Review elections and their results. Other releases have dealt with the University of Montana Symposium on Local Government, the Voter Review workshop for state organizations, the local government workshop for study commissions, the city and county manager workshop, the public hearing on local government finances in Missoula and the Ontario local government workshop. For an example, see EXHIBIT VV. (106.10).

A slide show, Voter Review '76, was distributed to 10 study commissions and made available to and used extensively by numerous study commissions at public hearings, service club meetings, fairs, and conventions (106.10).

The Voter Review logo was distributed to study commissions, newspapers and TV stations for use with reports, articles and news stories (106.10).

Ten 30 second and 60 second radio and TV public service announcements were produced and sent to all radio and TV stations in Montana. The speakers were Governor Judge, Rep. Harold Gerke (Chairman of the State Commission on Local Government), John Bartlett (Democratic Party), Florence Haegen (Republican Party), Buck Bowles (State Chamber of Commerce), Keith Anderson (Taxpayer's Association), Clyde Jarvis (Farmer's Union), and Jim Murry (AFL-CIO) (106.10).

The Voter Review Jingle was recorded for radio and filmed for TV to publicize the Voter Review process. It started playing on radio stations in April and May '76 and will be played and shown on TV in various parts of the state through the November '76 Voter Review elections (106.10).

The Voter Review Journal, a newsletter for local government study commissioners, has been published monthly since November 1975. EXHIBITS M, N, O, P, Q, R, S, T. The Journal has served as a means of communicating to the study commissioners about the activities of the other study commissioners and to pass on reminders of administrative details. Twelve hundred copies are distributed monthly to study commissioners, mayors, county commissioners, Clerks and Records, Legislators, and other interested persons (106.10).

The Voter Review anthology series, What This Community Needs, was sent to all weekly and daily newspapers in the state and to all local study commissions (106.9, 106.10). Some newspapers have reprinted articles from the anthology. Authored by state and local government officials, University professors and State Commission members, articles address the advantages of specific options such as the county manager, town meeting, disincorporation, partisan elections and non-partisan elections. EXHIBIT K.

Members of the Commission staff spoke at numerous conventions, public meetings and forums including the Montana Press Association, the Kellogg Extension Educational Program, the Superintendent of Public Instruction Workshop, the Institute of the Rockies Forums, Women's Week, Montana Association of Counties and League of Cities and Towns Conventions, State Democratic Convention, Montana Grange,

Montana Treasurers' Association, Montana Elected Officials' Association, District Supervisors, Montana Fair Boards' Association plus several others (106.10, 106.11).

In the fall, a series of workshops for local government study commissioners was jointly sponsored with the Montana League of Cities and Towns, the Montana Association of Counties and several local government study commissions (106.9, 106.11). City managers on their way to and from the International City Management Association Conference in Seattle stopped off in several cities to explain various features of the manager plan to those study commissions in the areas interested in the possible choice of the manager plan as the alternative form:

<u>City</u>	<u>Date</u>	<u>Co-sponsoring Study Commission</u>	<u>Manager</u>	<u>Attendance</u>
Kalispell	9/25	Flathead County	<u>Nick Meiszer</u> , County Manager Forsyth County, N.C., (214,000).	40
Missoula	9/26	Missoula City/County	<u>Nick Meiszer</u> , County Manager Forsyth County, N.C., (214,000); <u>Wayne Burgraff</u> , City Manager, Richfield, Minn. (47,000).	25
Lewistown	9/26	Lewistown & Fergus County	<u>Robert Stallings</u> , Retired County Manager of San Mateo County, CA., and first county manager of Charles- ton County, S.C.; <u>John Adamson</u> , City Manager, Carol Street, Ill., (6,000); <u>Lorraine Bauer</u> , County Manager, Petroleum County, MT (675).	45



<u>City</u>	<u>Date</u>	<u>Co-sponsoring study Commission</u>	<u>Manager</u>	<u>Attendance</u>
Glasgow	9/27	Glasgow	<u>Lloyd Harrel</u> , City Manager, Nevada, MO (10,000).	15
Helena	10/3	Helena and Lewis & Clark County	<u>Bob Cantine</u> , County Manager, Burke County, NC, (60,000); <u>Richard Conti</u> , Supt., Meridian Twp., Michigan (23,000).	20
Billings	10/3	Yellowstone County	<u>John Witherspoon</u> , County Manager, Guilford County, NC (280,000); <u>Tom Kelly</u> , County Manager, Volusia County, FL (210,000).	15
Billings	10/4	Billings	<u>Ray Wells</u> , City Administrator, Lakewood, CO, also former county manager and city manager (93,000).	15
Butte	10/4	Butte and Silver Bow County	<u>Bob Cantine</u> , County Manager, Burke County, NC (60,000); <u>Jim Smith</u> , City Manager, Berlin, NH (15,000).	26
Glendive	10/4	Glendive	<u>John Arnold</u> , City Manager, Minot, ND (32,000).	13

Besides the workshops arranged around the ICMA Convention, the State Commission has helped coordinate the visits of other managers with individual study commissions.

Managers from out of state who have come to Montana at various times at the request of individual study commissions include: John Arnold, Minot North Dakota; Charles W. Moss, Pocatello, Idaho; Carl Weinaug, Vermillion, South Dakota; Duane F. Wroe, Jackson, Wyoming; Kenneth Erickson, Casper Wyoming; and Chester L. Waggener,

Moses Lake, Washington. Study commissioners from Montana have visited both Boulder County and Grand County, Colorado, to meet with managers Al Blumquist and Richard Levegood.

In order to assist study commissions evaluate the advantages and disadvantages of various alternative forms, a series of workshops was held in the fall (106.9, 106.11):

<u>Date</u>	<u>Subject</u>	<u>Location</u>	<u>Attendance</u>
10/10	Small Towns	Miles City	11
10/11	County Government	Miles City Community College	22
10/15	Charter Writing	Helena, State Capitol	38
10/16	Self-Government Powers	Helena, State Capitol	45
10/17	Service Transfers	Helena, State Capitol	61
11/7	County Government	Helena, State Capitol	65
11/8	Small Towns	Helena, State Capitol	34

These workshops were held at the time when the study commissions were completing the study of their existing forms and beginning to select from among the large array of alternatives available. A large range of resource personnel was utilized including representatives of several western consulting firms knowledgeable in the local government area.

A workshop for representatives of over one hundred state-wide interest groups and organizations was conducted in October to familiarize the groups with the work of the State Commission and the local study commissions. The discussions centered around what opportunities local government modernization offered the various organizations, how they could become involved and how they could get the message out

to their members (106.10, 106.11).

The commission was also represented at a three-day August workshop for confederated governments designed especially for Montana local study commissioners in Toronto (106.11).

In cooperation with the University of Montana Bureau of Government Research, the Commission drafted and distributed materials concerned with how local study commissions should draft their tentative and final reports and educate and inform the public regarding their recommendations. The publications were:

Local Government Review Bulletin, "A Study Commissioner's Manual: How to write a Final Report", Vol. 3, No. 2 (January 1976). EXHIBIT I.

Occasional papers in Local Government No. 10, Bureau of Government Research, University of Montana, Missoula, "The Voters Choose" (April 1976). EXHIBIT EE.

"The Voters Choose" appendix (April 1976). EXHIBIT DD.

These materials were used in four workshops for study commissioners co-sponsored by the Commission and the Bureau of Government Research, two in February on report writing and two in March on public information efforts (106.9, 106.11):

<u>Date</u>	<u>Location</u>	<u>Attendance</u>
Feb. 7	Helena, Carroll College	120
Feb. 21	Glendive, Dawson College	55
Mar. 13	Helena, Colonial Inn	92
Mar. 20	Glendive, Dawson College	37

These workshops were held at a time when the study commissions had narrowed their choice of alternative forms and were in need of assistance in formulating plans and explaining the plan's features to the public.

Throughout the year, the consultants maintained contact with individual study commissions in terms of assistance in all of the public information areas. Special emphasis was upon helping formulate the tentative reports to meet the June 1 deadline. With but a few exceptions, the study commissions were able to record their reports by this date. The staff facilitated this accomplishment through an intensive visitation, telephone and mail communication effort in which the state was divided into geographic regions for individual consultant contacts (106.9).

COMPLETION REPORT NARRATIVE FOR  
STATE COMMISSION ON LOCAL GOVERNMENT

PART II

## PART II

### OUTSTANDING ACCOMPLISHMENTS

The impetus for the creation of the State Commission on Local Government was the Local Government Article of the 1972 Montana Constitution. The Constitution required the Legislature to:

- (a) provide procedures for each local government to review its structure and submit one alternative form of government to its electors;
- (b) provide a review procedure to be implemented once every ten years after the present review;
- (c) provide alternative forms of government; and
- (d) provide procedures for local governments to write self-government charters.

The Constitution also provided that:

- (a) counties, as well as municipalities, shall have legislative powers;
- (b) powers of local governments shall be liberally construed; and
- (c) self-government powers may be extended to local governments adopting an alternative form.

The 1974 Montana Legislature created the temporary State Commission on Local Government to implement the provisions of the Constitution's Local Government Article. As established by the Legislature, the purpose and responsibility of the Commission, in part, is as follows:

- (1) The Commission shall make a detailed and thorough study of local government structure, powers, services, finance and state-local relations. The commission shall

prepare a revised code of local government law based on its studies and may make other recommendations for the improvement of local government.

(2) The commission may consult with and assist local government study commissions.

The first year of the Commission's operation saw the successful adoption of legislation establishing alternative forms of government, limitations on self-government powers and procedures for the operation of the 182 local study commissions around the state. Staff studies were begun in the areas of local government structure, services and finance; and completed for local government powers. A consulting group was established within the staff to provide assistance to the local study commissions and an extensive public information effort was started to acquaint the citizens and groups with the work of the State Commission and the local commissions.

This past year, the second of the three year life of the commission, was highlighted by studies in the areas of local government services, finances, structures, and state-local relations; the first staff drafts of the proposed local government code; continued technical assistance and consulting with local study commissions; public information activities; and contacts with National organizations and people from other states to share Montana's unique local government modernization experience.

#### PROPOSED LOCAL GOVERNMENT CODE

Initial drafts of the new local government code have been prepared and distributed across the state for review and comment. Also, public hearings have been held to receive public input prior to submission of the final draft to the 1977 Legislature.

The new local government code is intended to replace the present tangle of confusing, conflicting and unnecessarily complex local government laws. The proposed new code will give local governments the authority to deal effectively with their problems. It is intended to provide cities, towns and counties flexibility of form, function and finance while strengthening accountability and responsibility of local officials and facilitating improved management and fiscal control.

The two most important characteristics of the code are the implementation of the constitutional provisions providing legislative powers for counties and granting counties substantially the same authority as municipalities to provide services. These provisions represent a dramatic change from the current practice of treating counties as mere administrative agencies of the state and will give county governments the power they need to deal with pressing local problems.

Article XI of the 1972 Montana Constitution authorizes local governments to operate with either general government or self-government powers. The proposed new local government code is designed to (1) provide the complete statutory authorization for a local government with general government powers to operate and (2) establish the limitations on local governments with self-government powers. All powers are to be exercised by ordinance.

The other major recommendations of the new code are as follows:

- All the provisions granting powers to counties and municipalities and all the provisions granting local governments the authority to provide services and facilities are grouped together into comprehensive lists of local government powers and services.



--Provision is made to facilitate the transfer of service responsibilities between counties and municipalities and to clarify the extraterritorial authority of municipalities.

---Local governments are given wide discretion as to the manner in which departments and boards are organized and provided standard procedures for the creation of special districts.

--The multitude of special provisions in existing law for creating districts are replaced with uniform provisions for creating only two types of districts; subordinate service districts and local improvement districts.

--County legislative bodies are authorized to establish the duties and responsibilities of all local government officers, departments and boards and to establish the salaries of all officers and employees.

--The code specifies the services that local governments provide as agents of the state.

--The financial parts authorize a transition to a system of program budgeting by local governments and a new October to September fiscal year to replace the current July to June fiscal year to permit local governments to adopt a budget prior to the beginning of the next fiscal year.

--It clarifies the authority of local governments to raise revenue through licenses, permits, service charges, special assessments and other nontax sources.

--The multitude of single purpose mill levy limits are eliminated and replaced with all purpose mill levy limits.

--It also authorizes five new local option taxes; income tax (after an affirmative vote of the people), motel and hotel tax, fuels tax, franchise tax and a tax on the purchase of certain utility services.

--All the laws regulating local government debt are consolidated into three basic categories: general obligation, revenue and local improvement district bonds and provides common procedures for the issuance of each type of bond.

--Budgeting, accounting and reporting requirements are simplified and standardized as are the procedures for receipt, deposit, investment, expenditure of monies, purchasing and contracting.

The proposed code was developed in consultation with local government officials and employees, state officials and employees,

and groups and individuals interested in local government laws. Initial drafts have been distributed for review and comment and public hearings have been held around the state nine months prior to submission of the final draft to the 1977 Legislature.

#### LOCAL GOVERNMENT STUDIES

Research studies in the areas of local government services, finance, structure and state-local relations have been initiated and are in various stages of completion. For the most part, these studies have included research into existing state laws, similar laws in other states, and previous studies on the specific topics. Surveys have been taken to determine the workability and usefulness of current state law and to gather suggestions for the improvement of existing Montana law and existing systems. Researchers have scheduled meetings with various individuals and task forces interested and knowledgeable in their particular areas.

The results of the research became the basis for the recommendations in the new local government code. Besides finance recommendations mentioned, other major changes being proposed as a result of these studies include state assumption of responsibility for the administration and financing of economic assistance and social service programs currently provided at the county level; state assumption of costs for trial court operations; model traffic safety ordinances that can be adopted in whole or in part by reference; and a flexible system of service delivery with minimum instructions and requirements.

The study of state-local relations has included a survey of Departments of Community Affairs around the nation to determine

what assistance is available to local governments and how well they function. The State Commission on Local Government has appointed a subcommittee made up of State Commission members and local officials to make recommendations to the Legislature on technical assistance by the state to local governments.

#### TECHNICAL ASSISTANCE AND CONSULTING

The 632 members of the 182 municipal and county local study commissions have been reviewing their current form of government, studying the alternatives available and have made recommendations that will be voted on by their local electors on or before the November general election. Nineteen study commissions have already taken their proposals to the voters of their communities.

A summary of the tentative commission recommendations follows with the total number of counties and municipalities proposing each form and the percent of population it represents.

	Number of Counties	%	Number of Municipalities	%
Commission-manager	21	53%	19	64%
Commission-executive	5	11	84	27
Commission-executive with Administrative Assistant	2	13	1	1
Commission	24	21		
Commission with Adminis- trative Assistant	3	3		
Commission-chairman	1	0	6	2
Town Meeting			8	1
Disincorporation			4	2

There are three city-county consolidation proposals and 63 self-government charter proposals.

Of the nineteen municipalities and counties where the vote on the alternative form has taken place 5 of the proposals have passed and 14 of the existing forms have been reaffirmed. The

most dramatic change affirmed by the voters to date is the consolidation of Deer Lodge County and the city of Anaconda, the tenth largest county and ninth largest city in the state. The consolidated government will operate under a self-government charter with a part time commission elected on a non-partisan basis and a professional manager.

The State Commission on Local Government has been providing technical assistance and consulting services to the local study commissions. This has included research materials, administrative memoranda, statewide and regional workshops, field visits to consult with individual study commissions, and telephone and written communications.

#### PUBLIC INFORMATION ACTIVITIES

The State Commission on Local Government has had an extensive public information program throughout the year, both on the work of the local study commissions and the proposed local government code.

These activities have included workshops for local study commissioners, meetings with managers from other states, bulletins, memorandums and voter review journals; news releases, public service announcements, slide show; meetings with citizens, officials and groups to explain the voter review process and proposed new local government code, public hearings on commission proposals; and articles in national publications on Montana's experience, attendance at national conferences including presentation of papers.

During May and June 1976, public hearings were held throughout the state on the staff draft of the proposed new code. During

the afternoon preceeding the public hearing, public meetings were held to explain the organization of the code and the major changes from existing law. Hearings and meetings were held in the following places:

	<u>MEETING</u>	<u>ATTENDANCE</u>	<u>HEARING</u>
May 25 - Butte	25		18
May 26 - Great Falls	46		20
June 2 - Billings	38		18
June 3 - Miles City	38		20
June 4 - Wolf Point	42		20
June 9 - Helena	20		25
June 22 - Missoula	<u>61</u>		<u>50</u>
	270		171

Two meetings were held to explain the proposed new code to the local study commissioners:

	<u>ATTENDANCE</u>
May 15 - Helena	45
May 22 - Glendive	25

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PART III

PART III

- EXHIBIT A      Staff Report No. 9, Staff Preliminary Draft,  
Proposed Local Government Code, January 22, 1976
- EXHIBIT B      Staff Report No. 10, Staff Draft, Proposed  
Local Government Code, April 28, 1976
- EXHIBIT C      Local Government Review Bulletin Vol. 2, No. 7,  
A Comparative Analysis of the Montana Alterna-  
tive Forms of Local Government, September 5, 1975
- EXHIBIT D      Local Government Review Bulletin Vol. 2, No. 8,  
Charts, Outlines and Data for Explaining the  
Voter Review Process, October 1975
- EXHIBIT E      Local Government Review Bulletin Vol. 2, No. 9,  
Selected Articles on City, Town and County  
Study Commissions, October 1975
- EXHIBIT F      Local Government Review Bulletin Vol. 2, No. 10,  
A Collection of Readings on Alternative Forms  
of Local Government, November 1975
- EXHIBIT G      Local Government Review Bulletin Vol. 2, No. 11,  
Annual Report to the Legislature, November 1975.
- EXHIBIT H      Local Government Review Bulletin Vol. 3, No. 1,  
Service Agreements in Voter Review, January 1976
- EXHIBIT I      Local Government Review Bulletin Vol. 3, No. 2  
A Study Commissioner's Manual: How to Write  
a Final Report, January 1976
- EXHIBIT J      Local Government Review Bulletin Vol. 3, No. 3,  
Model Local Government Charters, February 1976
- EXHIBIT K      Local Government Review Bulletin Vol. 3, No. 4,  
"What This Community Needs...", An Anthology  
of Advocate's Views, February 1976
- EXHIBIT L      Local Government Review Bulletin Vol. 3, No. 5,  
A Study Commissioner's Guide to Reapportionment,  
April 1976
- EXHIBIT M      The Voter Review Journal, Vol. 1, November 1975
- EXHIBIT N      The Voter Review Journal, Vol. 2, December 1975
- EXHIBIT O      The Voter Review Journal, Vol. 3, January 1976
- EXHIBIT P      The Voter Review Journal, Vol. 4, February 1976

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EXHIBIT Q	The Voter Review Journal, Vol. 5, March 1976
EXHIBIT R	The Voter Review Journal, Vol. 6, April 1976
EXHIBIT S	The Voter Review Journal, Vol. 7, May 1976
EXHIBIT T	The Voter Review Journal, Vol. 8, June-July 1976
EXHIBIT U	Annexation
EXHIBIT V	Fire Services
EXHIBIT W	State Assumption of Costs for Trial Court Operations
EXHIBIT X	The Montana Public Welfare Funding System
EXHIBIT Y	Finance Study Report No. 6, Local Government Profile
EXHIBIT Z	Finance Study Report No. 7, Local Government Finance in Montana
EXHIBIT AA	Finance Study Report No. 8, Alternative Revenue Sources for Montana Local Governments
EXHIBIT BB	Home Rule in Montana
EXHIBIT CC	Montana Voter Review: The Case for City-County Consolidation
EXHIBIT DD	The Voters Choose: A Manual for Taking the Voter Review Proposals to Local Voters
EXHIBIT EE	The Voters Choose
EXHIBIT FF	Memorandum to Study Commission Chairmen
EXHIBIT GG	Minutes, July 25, 1975 Commission Meeting
EXHIBIT HH	Local Government Review: The Chance of a Lifetime
EXHIBIT II	Montana Local Governments in Review
EXHIBIT JJ	Small Town Government in Montana
EXHIBIT KK	Rural County Government in Montana
EXHIBIT LL	City-County Consolidation in Montana
EXHIBIT MM	Changing Government in Great Falls: Transition Amid Dissent



PART III (Continued)

EXHIBIT NN	Lake County Montana: Growth of a Small Government
EXHIBIT OO	Forms of Local Government in Montana: A Citizens Guide
EXHIBIT PP	Charter Writing in Montana: A Citizens Guide
EXHIBIT QQ	Self-Government Powers in Montana: A Citizens Guide
EXHIBIT RR	Handbook of Montana Forms of Local Government
EXHIBIT SS	A Study Commissioner's Manual; Electronics Media and Voter Information
EXHIBIT TT	Three Year Work Program for Montana State Commission on Local Government
EXHIBIT UU	Monthly Narrative and Financial Report for November 1975
EXHIBIT VV	News Release, July 23, 1975

PART III (Continued)

EXHIBIT Q	The Voter Review Journal, Vol. 5, March 1976
EXHIBIT R	The Voter Review Journal, Vol. 6, April 1976
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